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COVER COMMENT

Like a vast spider's web, this pattern will be seen by Expo 67 visitors when they look upward in the wooden, hexagonal-shaped Man in the Community pavilion on Cité du Havre. See page 6 for further details. CMHC photo

THIS IS my Christmas message as the recently-elected president of the Community Planning Association of Canada.

When I joined CPAC some years ago, I, along with many other members, was inspired by the words of one of our most distinguished and faithful members, Sir Brian Dunfield of Newfoundland. Sir Brian's message was that "amateur planning boards are all very well, but they are infinitely more effective when assisted by a trained planner". Today, the truth of this observation can be vouched for by the members of countless planning boards across the whole of Canada.

At this time, I like to recall Sir Brian's message because, just as I am the new president of CPAC, so are there many new members of CPAC and, indeed, many new citizens in Canada who have never heard of the important position which the trained planner must occupy in our modern urban environment.

But there is an even more important message which CPAC, since its founding in 1946, has attempted, and will continue to strive, to bring home to the citizens of Canada. This is to remind them that the most important thing about plans is the goals they seek to fulfill and that these goals must, somehow, represent majority decisions if the plans are to be valid in a democracy.

How few citizens really understand that the relationship of the planning professional to the part of government which represents the majority is advisory only? How few appreciate the danger to their liberty in permitting any planner to decide the goals for his planning? CPAC will always promote planning and the need for competent technical planners, but it will fail in its mission as a national citizens' organization if it does not continue to emphasize the need for intelligent citizen participation in the planning process.

Three years ago, Mr. Jacques Simard made the point which I am striving to develop much better when he said this:

> . . . the citizen is not aware that planning is a way of life for which his decision, which concerns his very liberty, is in constant demand. The risk in not participating in this decision is great. Regimentation, mechanization of his manner of life, is the price he will have to pay for his neglect. To those who say that this is the only way to achieve planning, CPAC can and must answer that the greater the planning knowledge of the people, the more humane and free the consequences of planning. Therefore, we believe that CPAC has a great task to do at the level of the Community.

On the eve of the Centenary of a great democracy, we in CPAC should be proud indeed to be members of a unique national citizens' organization whose very purpose is to make Canada great. This we do by stressing, first, the need to utilize the best of modern planning techniques throughout the country, and, second, the all-important need to ensure that these techniques do not run counter to, but are in accord with, the aspirations of the citizens of Canada.

On the eve of Canada's Centenary . . .

R. Graham Murray, Q.C., *National President*, CPAC

a la veille du Centenaire du Canada . . .

C'EST avec plaisir que je saisi l'opportunité de vous adresser mon premier message de Noël en ma qualité de président récemment élu de l'Association Canadienne d'Urbanisme.

Lorsque je devins membre de l'ACU, il y a quelques années, tout comme de nombreux autres membres, je fus inspiré par les paroles de l'un de nos plus distingués et fidèles membres, Sir Brian Dunfield de Terre-Neuve. Son message disait que "les commissions de planification amateurs font du beau travail mais elles sont infiniment plus efficaces avec l'aide d'un planificateur compétent". Aujourd'hui, les membres de nombre de commissions de planification d'un bout à l'autre du Canada peuvent répondre de la vérité de cette remarque.

Je désire, en cette occasion, rappeler le message de Sir Brian parce que, tout comme je suis le nouveau président de l'ACU, ainsi y a t'il plusieurs nouveaux membres de l'ACU et, au fait, plusieurs nouveaux citoyens au Canada, qui n'ont jamais entendu parler de la position importante que l'urbaniste compétent peut occuper dans notre milieu urbain moderne.

Mais, il y a un autre message encore plus important que l'ACU, depuis sa fondation en 1946, s'est efforcée et continuera de s'efforcer de faire comprendre aux citoyens du Canada. Je veux leur rappeler que ce qu'il y a de plus important au sujet des plans et de l'objectif qu'ils cherchent à atteindre, est que ces objectifs doivent en quelque sorte représenter les décisions de la majorité si les plans doivent être valides dans une démocratie.

Il est déplorable de constater combien peu de citoyens comprennent réellement que le rapport du planificateur professionnel avec cette partie du gouvernement qui représente la majorité, n'est qu'en fonction consultative! Combien peu reconnaissent le danger que courre leur liberté en permettant à tout planificateur de décider des objectifs de sa planification! L'ACU encouragera toujours la planification et fera état du besoin de planificateurs techniques compétents; mais, sa mission sera un fiasco comme organisme national de citoyens si elle ne continue pas d'insister sur le besoin de la participation intelligente des citoyens au processus de la planification.

Il y a trois ans, monsieur Jacques Simard faisait beaucoup mieux le point que je tente de vous communiquer, lorsqu'il disait:

> . . . le citoyen n'est pas conscient du fait que la planification est un mode de vie qui exige la présence constante de sa participation parce qu'elle touche sa liberté même. Il en découle un grand risque à ne pas participer à cette décision. La régimentation et la mécanisation de son mode de vie sont le prix qu'il devra payer par suite de sa négligence. A ceux qui prétendent que c'est là le seul moyen de réaliser une planification, l'ACU peu et doit répondre que mieux les citoyens sont informés de la planification, plus humaines et plus libres sont les conséquences de cette planification. Nous croyons donc que l'ACU a une tâche importante à accomplir au niveau de la communauté.

A la veille du Centenaire d'une grande démocratie, nous de l'ACU devrions être fiers d'être membres d'un organisme national unique réunissant des citoyens dont l'objectif même est de faire du Canada un grand pays. A cette fin, nous insistons tout d'abord sur le besoin d'utiliser les meilleures techniques modernes de planification partout dans le pays et, en second lieu, nous insistons sur le besoin très important d'assurer que ces techniques ne vont pas à l'encontre des aspirations des citoyens canadiens mais sont bien en accord avec celles-ci.

CPAC CROSS-CANADA REVIEW

NATIONAL COUNCIL NOTES

An amendment to the National Housing Act, providing for assistance to communities in the acquisition of "open space" land for parks and recreation, will be recommended to the Canadian Government by CPAC, through CMHC, National Councillors unanimously resolved at their latest semi-annual meeting in Saint John, N.B.

The decision followed acceptance of a report submitted by W. T. Lane of Vancouver, chairman of a national committee which has been studying the subject for the past year. The report cited similar legislation already in existence in the United States, which permits federal grants of up to 30% for the purchase of such land by local governments in the vicinity of rapidly expanding cities. Council will consider at its Feb. '67 meeting the advisability of promoting a national conference on this increasingly important subject of open space.

Reflecting the expanding activities of CPAC as it begins its 21st year, Council approved an increased operating budget for the Association for 1967. It also confirmed that the next National Planning Conference will take place in Ottawa from Oct. 8 to 11, 1967. Future CPAC national conferences will be held in Victoria, B.C., in 1968; St. John's, Nfld., in 1969; Winnipeg in 1970; Halifax in 1971; Calgary in 1972 and Windsor in 1973.

Honorary Life Memberships in the Association were awarded to H. G. R. Mews of St. John's, Nfld.; Dr. A. J. Dakin and Howard Emery of Toronto, Ont.; and W. T. Lane of Vancouver, B.C. This brings to 31 the total number of Canadians "who have made outstanding contributions to community planning" to be so honoured by CPAC since the award was created in 1955.

At the conclusion of this 50th meeting of National Council, Dr. Harold Baker of Saskatoon turned over the gavel to newly-elected president R. Graham Murray, QC, of Halifax. Roland Lemieux of Arvida, Que., was re-elected vice-president and Allan G. Moffatt of Winnipeg was elected the other vice-president of the Association for 1966-67. The new Executive Committee will meet in Ottawa on Feb. 23, 1967, prior to the next Council meeting Feb. 24 and 25 at the same location.

SAINT JOHN SUMMARY

Maritimers must adopt more of a "gambling spirit" and co-operate to a greater degree on worthwhile projects, keynote speaker Dr. Frank MacKinnon told 200 delegates to CPAC's Eastern Regional Planning Conference in Saint John, N.B. Thus did the principal of Prince of Wales College in Charlottetown, himself a P.E.I. native, set the tone for three days of intensive study Sept. 12-14 of the "Changing Face of Eastern Canada". It was the first such regional conference ever sponsored by CPAC aimed specifically at discussing Atlantic provinces' problems.

Panels on topics ranging from "The Tools and Mechanics of Planning" to "Pollution — A Potential Crisis" were led by a distinguished group of professional planners, elected officials and educationalists. New Brunswick Premier L. J. Robichaud summed up the current spirit of the Maritimes at a provincially-sponsored dinner when he

Mr. Justice J. D. Higgins
Newfoundland Division Chairman

George Mackie
New Brunswick Division Chairman

Tom McDonald
B.C. Division Chairman

said, "The pace and force of change has been like a torrent, sweeping everything before it. A vast social and economic transformation of Eastern Canada is underway . . . bringing with it the need for a new and vital kind of planning: participatory democracy."

Conference chairman was George W. O'Blenis, general commercial manager of the New Brunswick Telephone Co. The fledgling New Brunswick Division of CPAC, headed by George A. Mackie of Fredericton, and the Saint John Branch conference committee, co-ordinated by M. M. Somerville, chairman of the Urban Renewal Commission of Greater Saint John, earned many compliments for the way the meetings were organized.

During a conducted tour of Canada's oldest city, delegates were told that Saint John's major streets were laid out 180 years ago by a British army engineer who ignored all obstacles and drew a regular grid on flat paper. History and changing times trapped it with a high proportion of over-aged housing, but in recent years Saint John has made significant progress in urban renewal under imaginative but realistic planning. The newly-completed Holiday Inn, where the conference was held, is itself built in one such area of the city.

ONTARIO LOOKS AHEAD

"Ontario — A Look Ahead to 2000 A.D." was the intriguing theme of the fifth annual Planning Problems and Progress Conference sponsored by CPAC's Ontario Division in October. The two-day meeting in Toronto's Royal York Hotel was described by many of the 250 delegates as "the best yet."

Starting from the premise that automation and technological change will exert increasing pressures on community life ("We appear headed for a two-day work week within 35 years"), participants attempted to identify more precisely the forces of change and discover how these could be shaped and directed towards consciously chosen goals for society at the beginning of the 21st century.

Five background papers formed the basis for workshop sessions where delegates examined various aspects of the conference theme. These were presented at the outset by their authors: "Technological Change — Some Possible Economic and Social Consequences" by T. E. Reid, lecturer in the Dept. of Economics and School of Business, York University; "The Citizen and the Community in 2000 A. D." by J. W. Eleen, research director, Ontario Federation of Labour; "The Emerging Bounds of Urban Development" by Gerald Hodge, associate professor of the U. of T.'s Division of Town and Regional Planning; "New Patterns of Local and Provincial Government" by Dr. Stewart Fyfe of Queen's University's Institute of Local Government; and "The Ontario Economy in 2000 A.D." by W. G. R. Cameron, chief forecaster, Ontario Dept. of Economics and Development.

Mr. H. E. Mole of Metro Toronto Planning Board was conference chairman. Prof. Anthony Adamson, Division of Town and Regional Planning, University of Toronto, delivered the keynote address. The four study groups were chaired by A. A. Beveridge, University of Waterloo's extension director; Dr. E. G. Pleva, professor and head of the University of Western Ontario's Geography Department; Gavin Henderson, executive director, National and Provincial Parks Association; and Dr. A. E. Berry, president, Conservation Council of Ontario.

Mr. B. A. Diekman, CPAC Ontario Division chairman, chaired the conference banquet at which Dr. James Gillies, York University vice-president, was the speaker. Guest of honour at this function was the Hon. J. W. Spooner, Ontario minister of municipal affairs.

The conference concluded with a plenary session chaired by Prof. A. L. Murray of York University's History Department, and a summation of the proceedings by Dr. A. J. Dakin, professor and head of the U. of T.'s Division of Town and Regional Planning.

REGINA REPORT

Booming Western Canada's greatest need now is more people, Rev. John E. Page, associate professor in the University of Manitoba's Dept. of City Planning, stated in his keynote address to the Western Regional Planning Conference in Regina. This forecast was repeated in various forms during the three-day meetings Oct. 23-26, as 220 participants examined and attempted to predict "The Changing Face of Western Canada."

Although the conference was designed particularly for Alberta, Saskatchewan and Manitoba citizens, many delegates from British Columbia and Ontario and some from Quebec and P.E.I. joined enthusiastically in the deliberations. They heard Alberta's deputy minister of industry and labour, J. E. Oberholtzer, proclaim during a panel discussion on the effects of industrial development on communities that "our economic activity, receiving a continuous blood transfusion from the constant inflow of new capital, will be even greater in the next 20 years."

They also heard warnings that without sound planning now, our society could be headed for trouble in the future. Time and again, both from panel members and audience participants, the thought was expressed that some form of regional administration must succeed the fragmented municipal structures of the past if we are to solve the growing financial burdens of local government. Indeed, two of the liveliest sessions were a panel discussion on "What's Happening in the Small Town?" and a round-table workshop which posed the question, "What three priority planning objectives should we set ourselves for the next decade?"

Mr. Justice J. E. Wilson of Winnipeg focussed attention on plans for the celebration of Canada's Centenary at a luncheon sponsored by the City and Chamber of Commerce of Regina. The Hon. Gordon B. Grant, Saskatchewan minister of health, (and national president of the Canadian Good Roads Association), spoke at the conference dinner which was hosted by that province's minister of municipal affairs, the Hon. J. C. McIsaac.

Conference chairman Sidney Buckwold, who had to return home to Saskatoon mid-way through the program, was succeeded in the chair by Allan G. Moffatt of Winnipeg, CPAC national vice-president. Saskatchewan division chairman C. W. Pool and his committee of Regina branch volunteers did an excellent job of arranging for the conference, held in the newly-renovated Hotel Saskatchewan.

MANITOBA MEETING

Environment, like the weather, is something everyone talks about but no one does anything to improve. No one, that is, except the organizers of an upcoming three-day conference in Winnipeg.

"Environmental Control" is the theme of 1967's annual Manitoba CPAC Divisional Conference, to be held in the Fort Garry Hotel, January 25 to 28. The Manitoba Association of Architects is co-sponsor of the program. Registration fee is $25.

For further details and advance registration forms, contact Mrs. Elizabeth M. Lord, Group 4, Box 1, R.R. 1, St. Norbert, Man.

URBAN GROWTH: Theme of CMHC exhibit at Expo 67

WITH EVERY five years adding two million people to Canada's city dwellers, and similar trends apparent in all other industrialized countries, urban growth is a phenomenon which will affect the lives of almost all visitors to the Universal and International Exhibition of 1967 in Montreal.

By 1990 planners predict more than half the world's population will be living in cities of a hundred thousand or more inhabitants. Such rapid change, with an impact on man's life greater than that of the industrial revolution, calls for radical changes in thinking by both planners and the general public.

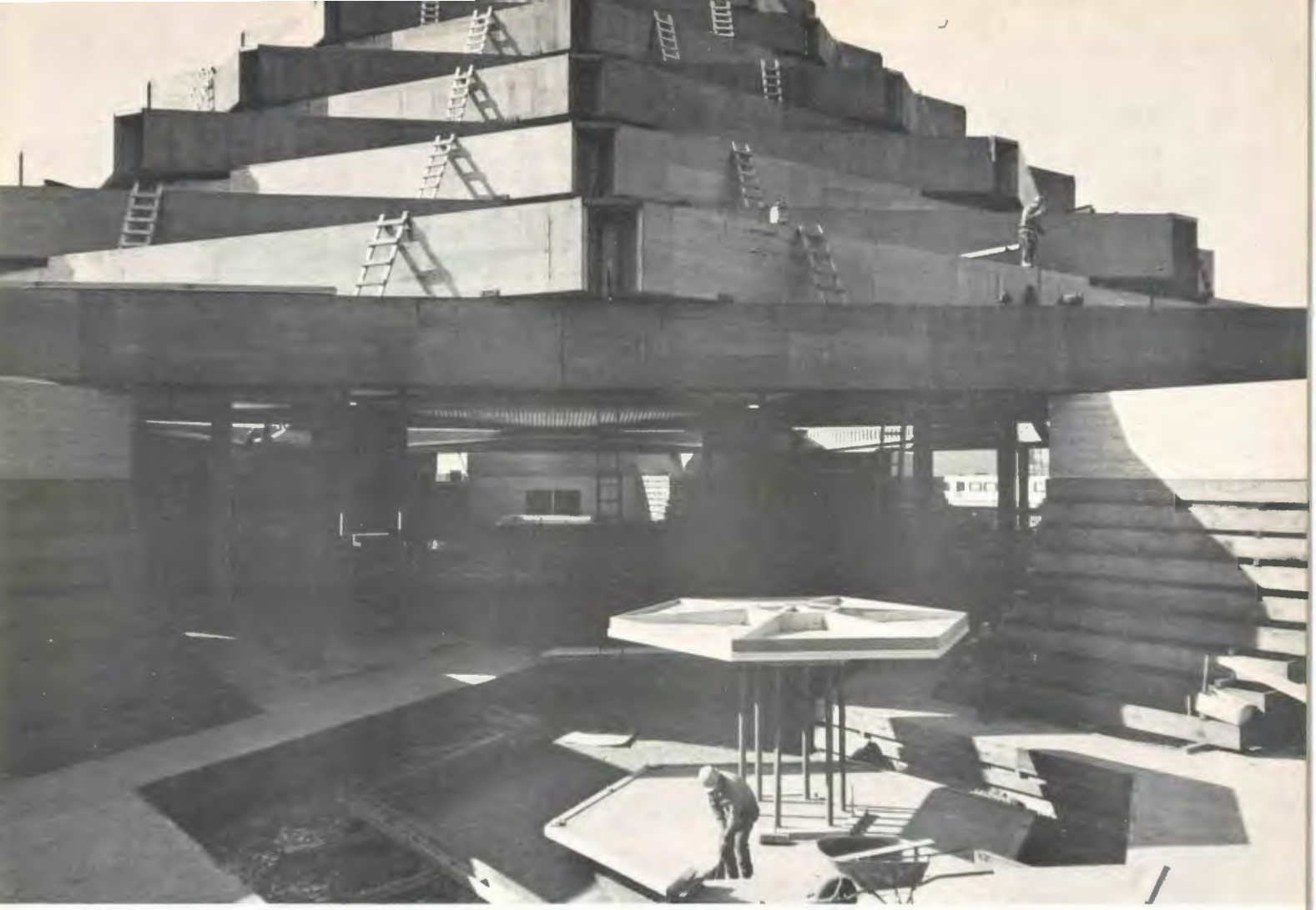
To stimulate such thinking is the aim of Central Mortgage and Housing Corporation's imaginative exhibit at Expo, fittingly located in the "Man in the Community" pavilion on Cité du Havre. Involved in matters of urban growth through all the sections of the National Housing Act under which it operates, the Corporation is genuinely concerned with the relationship between Man and the Community, today and in the future. It has therefore budgeted $270,000 for the Expo project, to consist

LA CROISSANCE URBAINE THEME A L'EXPO

ALORS QUE le nombre de citadins au Canada augmente de deux millions au cours de chaque periode de cinq ans et que des tendances semblables deviennent apparentes dans tous les autres pays industrialisés, la croissance urbaine est un phénomène qui affectera la vie d'à peu près tous les visiteurs à l'Exposition universelle et internationale de 1967, à Montréal.

Les planificateurs prédisent que plus de la moitié de la population mondiale, en 1990, résidera dans des villes de 100,000 âmes ou plus. Ce changement rapide, produisant sur la vie de l'homme un choc plus grand que celui de la révolution industrielle, exige des changements radicaux dans la pensée tant chez les planificateurs que le public en général.

Stimuler cette pensée est l'objectif de l'étalage imaginatif de la Société centrale d'hypothèque et de logement à Expo 67, situé adroitement dans le pavillon "L'homme dans la cité", à la Cité du Havre. Concernée



TOP LEFT *The almost-completed "Man in the Community" pavilion and its neighbour "Habitat 67" (left) on Expo 67's Cité du Havre site.*

TOP RIGHT *The entrance to Expo 67's "Man in the Community" pavilion, on which work is nearing completion on Cité du Havre.* – CMHC photos

of a theatre in which a new animated film on urban growth will be continuously shown.

CMHC's "Enchanted Theatre" will be one of the seven exhibit rooms radiating from a central garden and pond in the 134-foot high cone-shaped "Man in the Community" theme pavilion. It is situated between Habitat 67 and the National Film Board's Labyrinth. The contract signing between Expo and CMHC marked the first federal agency to sponsor a major exhibit in an Expo theme pavilion.

The project brings together three exciting and original creative talents – those of Canada's Norman McLaren, and John and Faith Hubley of New York.

Mr. McLaren, who has lived in Montreal since 1956, has been a professional film-maker for 30 years and has received international recognition for his work in the field of animation. Here he displays his versatility through a different medium – colored translucent mobile sculptures. Revolving slowly, the abstract figures make a constantly-changing variety of light and colour patterns.

dans l'affaire de la croissance urbaine de par tous les articles de la Loi nationale sur l'habitation en vertu de laquelle son activité est régie, la Société est sincèrement soucieuse du rapport entre l'homme et la cité, tant aujourd'hui que pour l'avenir. Elle a donc établi un budget de $270,000 pour le projet de l'Expo qui consistera en un théâtre où un nouveau film animé sur la croissance urbaine sera continuellement en projection.

Le "Spectacle enchanté" de la SCHL constituera l'une des sept salles d'exposition rayonnant autour d'un jardin central avec étang, dans le pavillon en forme de cône de 134 pieds de hauteur, ayant pour thème "L'homme dans la cité". Il est situé entre Habitat 67 et le labyrinthe de l'Office national du film. La signature du contrat entre Expo et la SCHL fut l'occasion où le premier organisme fédéral a patronné un étalage important dans un pavillon-thème de l'Expo.

Trois talents créateurs, aussi stimulants qu'originaux – Norman McLaren du Canada, et John et Faith Hubley de New York, ont collaboré dans ce projet.

Monsieur McLaren, qui réside à Montréal depuis 1956, est producteur professionnel de films depuis 30 ans et est reconnu internationalement pour son travail dans le domaine de l'animation. Ici, il fait preuve de sa versatilité par l'entremise d'un agent différent – la sculpture mobile, translucide et teintée. Les figures abstraites en révolution lente donnent une variété sans cesse changeante de motifs lumineux et polychromes.

CITY ON THE MARCH. — A frame from John and Faith Hubley's animated film "Urbanissimo", to be presented by Central Mortgage and Housing Corporation at Expo 67.

VILLE EN MARCHE — Un tableau du film animé "Urbanissimo" de John et Faith Hubley. Ce film sera présenté à l'exhibit de la Société Centrale d'Hypothèques et de Logement à Expo 67.

The husband-and-wife team of John and Faith Hubley are two of the world's outstanding talents in the art of animated films. A graduate of the Art Center School of Los Angeles and the Disney Studios, Mr. Hubley is the creator of the famous "Mr. Magoo" and "Gerald McBoing Boing" cartoons. Among many international awards, Mr. and Mrs. Hubley won an Academy Award in 1960 with the animated classic "Moonbird."

They have created "Urbanissimo" for CMHC, a warmly amusing yet stimulating film on the theme of city growth and development. Written in collaboration with Jacques Godbout of Canada, the film is an important commentary on modern urban civilization. To provoke thought in an audience on such a complex subject, and yet leave them laughing, is a mark of the genius of its producers.

Concerned in all phases of its work with the improvement of housing and living conditions for Canadians, Central Mortgage and Housing Corporation, with its project in Expo 67, seeks to foster a broader understanding of the phenomenon of urbanization, and its impact on mankind.

Les talents extraordinaires de John et Faith Hubley sont très connus dans l'art du dessin animé sur film. Diplomé de Art Center School, de Los Angeles, et de Disney Studios, monsieur Hubley est le créateur du célèbre "monsieur Magoo" et "Gerald McBoing Boing". Entre autres prix internationaux, monsieur et madame Hubley se sont mérités un Academy Award en 1960 avec le classique animé "Moonbird".

Ils ont créé "Urbanissimo" pour la SCHL, un film chaudement amusant et malgré tout stimulant, sur le thème de la croissance et du développement de la cité. Ecrit en collaboration avec Jacques Godbout du Canada, le film est un commentaire important sur la civilisation urbaine moderne. Donner matière à penser à un auditoire sur un sujet aussi complexe et malgré tout, le laisser dans un état d'hilarité, est la marque du génie de ces réalisateurs.

Intéressée à toutes les phases de son travail dans l'amélioration des conditions de logement et de vie pour les canadiens, la Société, avec son projet à Expo 67, cherche à promouvoir un plus vaste entendement du phénomène de l'urbanisation et de ses répercussions sur l'humanité.

A PROGRESS REPORT ON

B.C.'s REGIONAL DISTRICTS

By TED RASHLEIGH,
Executive Director, B.C. Division of CPAC.

"The way to decide if your area should form a Regional District is to see if you have problems which other forms of local administration can't handle. If there aren't any, you don't need a Regional District."

"It's up to you to decide how much gas you put in this vehicle — the member municipalities and areas are in the driver's seat."

THESE NUTSHELL phrases are often used by the Honorable Dan Campbell, B.C.'s Minister of Municipal Affairs, to describe the municipal creature he introduced in the spring of 1965.

A variety of efforts have been made in Canada in recent years to geographically broaden local government administration: amalgamation, single-purpose intermunicipal bodies, metropolitan government, county government, regional planning boards and so on. It is probably true to say that if the B.C. provincial government was to act at all to improve the structure of municipal government, it had no choice but to create something in the order of regional districts. It is also probably true to say that many areas of B.C. sooner or later will have to try some form of inter-municipal organization like regional districts if they are going to make a better job of local government, simply because the municipal units that were set up decades ago are, by themselves, unable to fully cope with the present scale of urban growth.

Is the regional district idea catching on? As of last September, eleven regional districts were in existence, covering a substantial portion of the province, as the map on page 10 shows, and steering committees in four other areas are studying the idea. Eight of the districts have regional or local planning as a responsibility. Other functions which have been given to one or another district as the local circumstances required, include both the grand and the picayune: operation of regional parks, hospital construction, water and sewer studies, fireworks control.

Based on the legislation and efforts so far to set them up, here, in simplified form, is how a typical regional district is built and operated:

1. **Laying the Groundwork.**

   A Municipal Affairs' map of proposed regional areas includes every part of the province in one of 23 Regional Districts (see map). Visiting departmental officials explain the legislation at Council and public meetings, pointing out how a regional district would tackle local problems. Where there is local interest, a steering committee is set up, composed of representatives of the municipalities and unorganized areas, to study the application of the regional district to their area and identify specific problems which the district might take on.

2. **Notice of the Minister's Recommendation.**

   When and where the Minister of Municipal Affairs feels there is a local need and demand for a regional district, as expressed by the steering committee, he prepares a recommendation that a district be incorporated and have certain powers, obligations and duties. The minister's recommendations are forwarded to the affected municipal councils and advertisements are placed in local newspapers of the region.

3. **Sixty Day Waiting Period.**

   Within 60 days of notice, any objecting municipality or land owners in an unorganized area may arrange a referendum on whether the municipality is to share the cost of the proposed functions of the regional district.

4. **Minister's Recommendation to Lieutenant-Governor in Council.**

   When the 60-day waiting period is over, the Minister may recommend to the Lieutenant-Governor in Council that letters patent creating a regional district be issued. These describe the area and the municipalities in the regional district, its powers, duties and obligations (specifying those to be transferred from the municipalities, if any) and what share of the cost of each regional function will be borne by each municipality.

5. **Appointment and Election of Regional Board Directors.**

   The Council of each member municipality appoints a specified number of its members to be directors on the regional board. Directors to represent unorganized areas are elected for two years at the

B.C.'s REGIONAL DISTRICTS
Existing *Proposed*

same time as municipal elections. Directors only vote on matters which their municipalities support financially.

6. **Board Revenues.**

   Each municipality or area contributes only to those regional district expenses which the letters patent say it is responsible for.

7. **Capital Borrowing.**

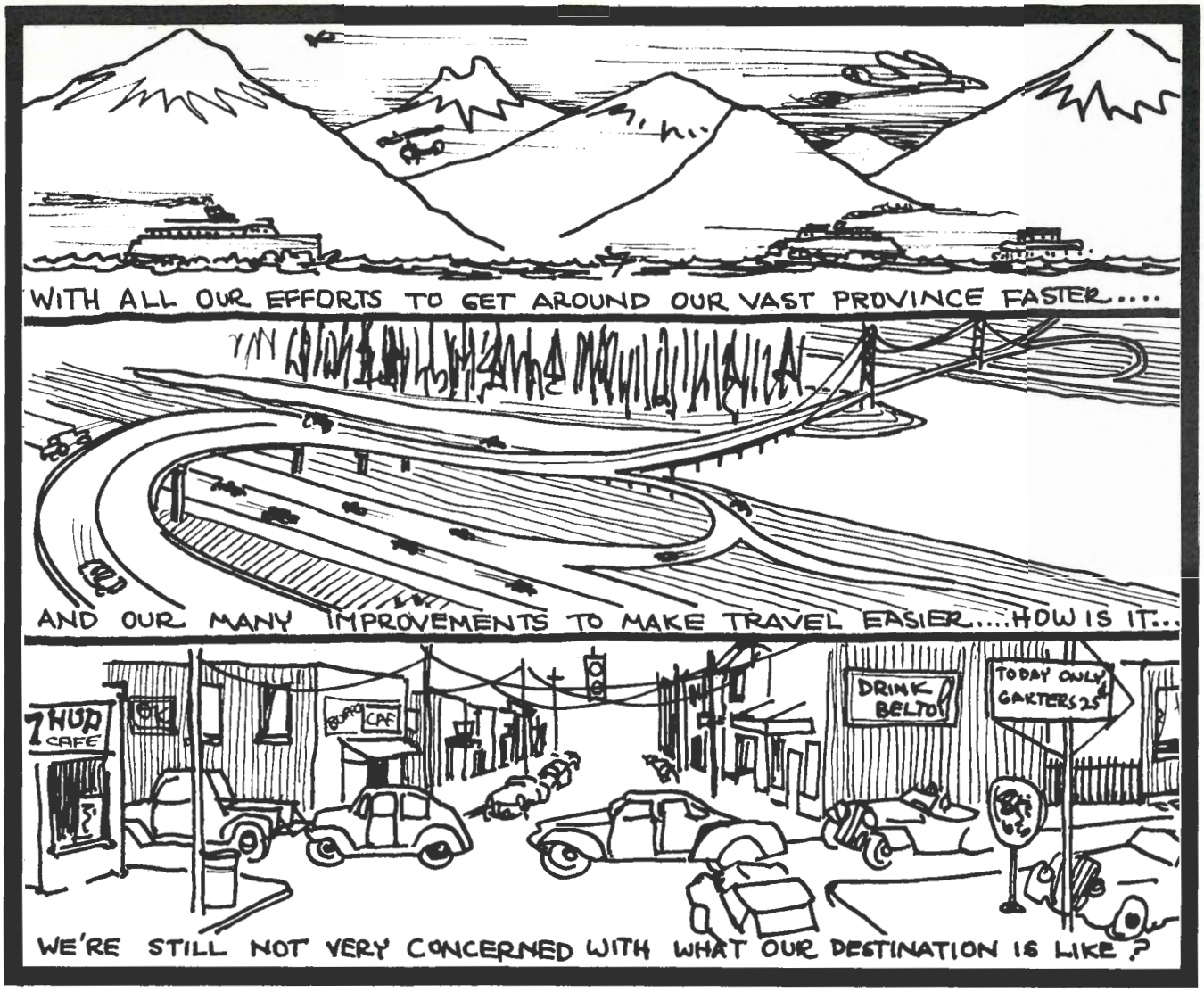
   The regional board may borrow for capital works without voter approval if they are part of an approved five-year plan. It may also borrow for a member municipality.

8. **Planning Responsibilities of the Regional Board.**

   If included in its powers, the board can prepare a regional plan which outlines projected major uses of land, including major roads. This plan is adopted by a majority of all the directors having a majority of votes. No public hearing or approval by individual municipal councils is required. Neither the board nor a member municipality can take any action contrary to the objectives of the regional plan, but the plan does not commit a municipality to undertake a project. The province makes a per capita grant to regional planning. A technical planning committee is set up to advise the board, consisting of the regional planning director, medical health officer, a representative of each municipality, a provincial planning officer and representatives of the regional offices of several provincial departments. Also, if covered by the letters patent, the regional board can, in unorganized areas, institute zoning, subdivision control and building regulations and set up advisory planning commissions.

9. **Municipal Appeal.**

   A municipality can appeal to the inspector of municipalities against any action of the regional board.


WITH ALL OUR EFFORTS TO GET AROUND OUR VAST PROVINCE FASTER....
AND OUR MANY IMPROVEMENTS TO MAKE TRAVEL EASIER....HOW IS IT...
7 HUP CAFE
CAFE
DRINK BELTOL
TODAY ONLY GARTERS 25¢
WE'RE STILL NOT VERY CONCERNED WITH WHAT OUR DESTINATION IS LIKE?

Cartoon by T. C. Rashleigh
in "Community Planning in B.C."

But setting up a district does not guarantee successful operation. It is both the strength and the weakness of the regional district idea that its usefulness depends on local authorities. Politically, regional districts are the most palatable form of inter-municipal organization, for with them local authorities have a good deal to say about how it should be formed and later can direct its operations. The question not yet answered is whether the act of bringing a group of municipalities together and giving them joint powers is sufficient to produce better solutions to metropolitan and regional problems.

A pessimist might generalize "no", but he could well be wrong. A recent trip to north-central B.C. indicated to this writer that both in the areas now in a regional district and those still enjoying single blessedness, there is growing concern about such growth problems as servicing sprawl development, a sense of frustration with the traditional machinery's clumsiness in approaching these problems, and an awareness (though some wariness as well) that regional districts are being offered as the solution.

The best way to evaluate the present situation is probably to say that stage one, the promotional-educational-creative phase, of setting up regional districts is about over, and that stage two now faces the Department of Municipal Affairs.

When the Minister describes regional districts as "vehicles", everyone naturally thinks of "automobiles". But the regional district is better compared to an aircraft. Now that several have been designed and built, they must be equipped with crews trained to handle the new machine — to get it off the ground, to manœuvre it and to bring it and its passengers to their destination in one piece. Having set up the machinery to produce the vehicle and got a sufficient number of buyers, the provincial department's next job will have to be to make sure each new owner of a regional district and his crew knows how to run it.

A SUGGESTED SYSTEM FOR

metro governments' new look

BY GEORGE J. WESLEY, F.R.I.

FREQUENT CONTROVERSIES as to the best system of government for Canada's largest cities reflect the deep divisions of opinion in dealing with one of our generation's most urgent problems. Undoubtedly the future pattern of municipal government will deeply affect all our lives. But, at last, there is a dialogue – replacing the most uncomfortable indifference and silence of the past.

Canadians since Confederation appear as insular people, separated from each other not only by vast distances but by barriers of habit, tradition and religion. Our pattern of living followed our social customs, and even today most cities are divided into little segments as to their ethnic or religious origin.

Fragmented Communities:

The layout of our communities and their administration still follows the pattern of the turn of the century: a centre core, surrounded or cut up from the rest of the community usually by two separate railway systems and, more recently, strangulated by a belt of expressways.

Equal confusion exists in administration of our cities. Traditionally, the old core of the city has its own administration, surrounded by suburbs having their own municipal governments or by parishes. And still they are all one part of an indivisible economic and residential area, which is so homogeneous and interwoven, that it can be identified only by complicated and artificially created lines of cadastre maps.

Under these conditions, there can be no question of community planning or co-ordination. We have dozens of local by-laws and zoning rules, which are being changed from day to day at the discretion of the councillors, or local pressure groups, without proper study. (After amalgamation last year of the 14 municipalities of Isle Jesus into the City of Laval (pop. 140,000), the newly-created council was left with over a thousand different municipal by-laws. There were 240 different definitions of the word "bungalow"!)

Montreal – A Sad Example:

In the metropolitan area of Montreal (even after the amalgamation of the municipalities of the City of Laval) we still have 52 municipalities with 52 mayors, councils, fire chiefs, police chiefs, etc. Some of the Montreal suburbs are again broken down into separate municipalities (Chateauguay Centre, Ville Chateauguay, Chateauguay Heights).

The battle of amalgamation has been going on now for several years without any great progress in this, the most populous metropolitan area in Canada. Several Provincial Royal Commissions have made strong recommendations for amalgamations – which are being opposed by the local governments. What obvious lack of co-ordination, duplication of work and waste of taxpayers' money!

The opponents of a centralized government and community planning claim that all this is necessary to safeguard "the citizens' freedom and liberty". I suggest that the present chaos is a wrong concept of freedom, similar to the false freedom of men without medical and social insurance. The citizens of today would benefit more if there were larger regional municipalities, having proper community planning and more money to be spent in a co-ordinated way.

This does not mean that we should have huge municipalities governed by an iron hand of a monster city,

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leading to control and uniformity. But we will have to dispose of small, helpless and inefficient municipalities in favour of larger boroughs, which would grow and integrate through a gradual process of assimilation.

Integration is Inevitable

This gradual progress of integration is an inevitable process of modern living and can be witnessed in segments of our industries, banking, education and other fields.

I suggest that municipalities in the same regions should immediately form joint committees of present mayors and councillors. These committees should, within 12 months, produce concrete plans for a unification of the present municipalities. Such a merger should again be completed in the following 12 months.

Such large and homogeneous municipalities would become a nucleus of a future Metropolitan Government. In one form or another, these great municipalities would work, under a Joint Planning Committee or a Planning Board, to standardize and co-ordinate master plans, community planning, zoning and construction by-laws, traffic problems, etc.

On the other hand, these unified municipalities would retain sufficient autonomy to give proper consideration to local problems and regional interest, which otherwise in a "Super City" administration, would always remain a side issue.

There is no doubt that we need a system of Metropolitan Government. Indeed, the concept is already accepted and functioning in such cities as London, England, New York, Toronto, Winnipeg and others. Many questions as to approach and methods of solving the problem remain, however. Will the powerful large cities absorb the adjacent municipalities by enforced annexation, or as a result of financial disintegration, or shall we do it gradually, by mutual consent achieved through intelligent discussion and by planning of the system of a metropolitan government?

Vicious Circle:

Modern municipal governments simply cannot allow that today's towns should turn into the slums of the future. But we are faced with a serious and vicious circle.

With a steady growth of population, through increase of birth rate and influx of immigrants, new municipalities and new towns are being incorporated in Canada. When a town is born, usually it consists of a few citizens and financially it can hardly cope with the most elementary capital expenditures, such as new roads, sewage and water systems.

Frequently, there is no budget or provision for a master plan. When finally the town has grown, the centre of the municipality has been established, important and powerful industries and businesses have moved in, it is too late for planning. The harm has been done, mostly the streets are too narrow, shopping facilities and industrial districts located in wrong sites, houses vary in style and price range, and quality of construction. A typical slum of tomorrow has been born.

There is another aspect we have to watch carefully. Recent surveys and statistics indicate a definite change in the pattern of our cities. One-time homogeneous centralized cities are developing into a complex of metropolitan areas along a centrifugal pattern.

The national increase of population in metropolitan areas in 1961 reached an average of 100%, compared with population increase of 50% in central city areas. In addition to many amenities offered by the suburbs, this exodus is accelerated by construction of rapid transportation systems.

This pattern of expansion of population presents a danger to any program of town planning on a metropolitan scale. Even if we succeeded in completing master and zoning plans for metropolitan areas, a great segment of the outflowing population would try to settle in fringe areas in order to escape the increase in cost of construction and rentals in properly-zoned areas. The danger of creating new slum areas is obvious and may eventually undermine our efforts to improve the standard of cities and communities.

It may become imperative to provide several protective belts around metropolitan areas. Any areas located in these belts submitted for subdivision would thus automatically become parts of the metropolitan areas and subject to proper zoning.

Suggested Solution

Unless we create national and regional planning organisms and achieve a permanent co-ordination, the present chaos will continue. There is no more time for speeches and platitudes; every passing month is only increasing the damages done to the development of our communities! Planning requires permanent institutions and authorities, who would maintain a continuing and not just a casual contact.

There is only one answer: the creation of a Federal Department of Planning and Urban Development (to work out and co-ordinate a program on a national level) and Provincial Departments for Planning and Urban Development (to work on local and regional levels). And we will need governing legislation, at both federal and provincial levels, as fast as possible.

The results of several provincial elections during the past 12 months have indicated clearly that the population does not care about the political colour of the government in power. What the Canadians of today want are urgent, prompt and efficient reforms, and urban planning is one of the most urgent. Our political leaders and government on all levels should understand this demand of the population and accept the fact that the national interest of all Canadians and the well-being of future generations should come above all political frictions and trivialities!

Ways and Means:

- Federal and Provincial Governments should be pressed to introduce legislation establishing Ministries of "Planning and Urban Development" immediately.
- Legislation should be introduced both on the federal and provincial level, requiring that all municipalities and towns, prior to incorporation, should produce a proper zoning and development master plan.
- The immediate cost of the plans should be covered

by loans supplied by the Industrial Development Bank at low interest.

- To recuperate the cost of planning, every new construction permit should be subject to a special fee. Developers moving into an area, or individual builders should pay this fee to municipalities when depositing their subdivision plans.

Most developers are subdividing farms on an average of 60 acres and substantial sums could be collected. These fees in no way would represent a penalty for developers. Builders are moving into new areas to make profits and have, of course, their responsibilities to the municipalities – to all the present and future residents of the area. By paying only a small pro rata fee for the zoning and master plans, the developer is protecting his investment, as better housing will bring him better income and prolong the economic life of his investment.

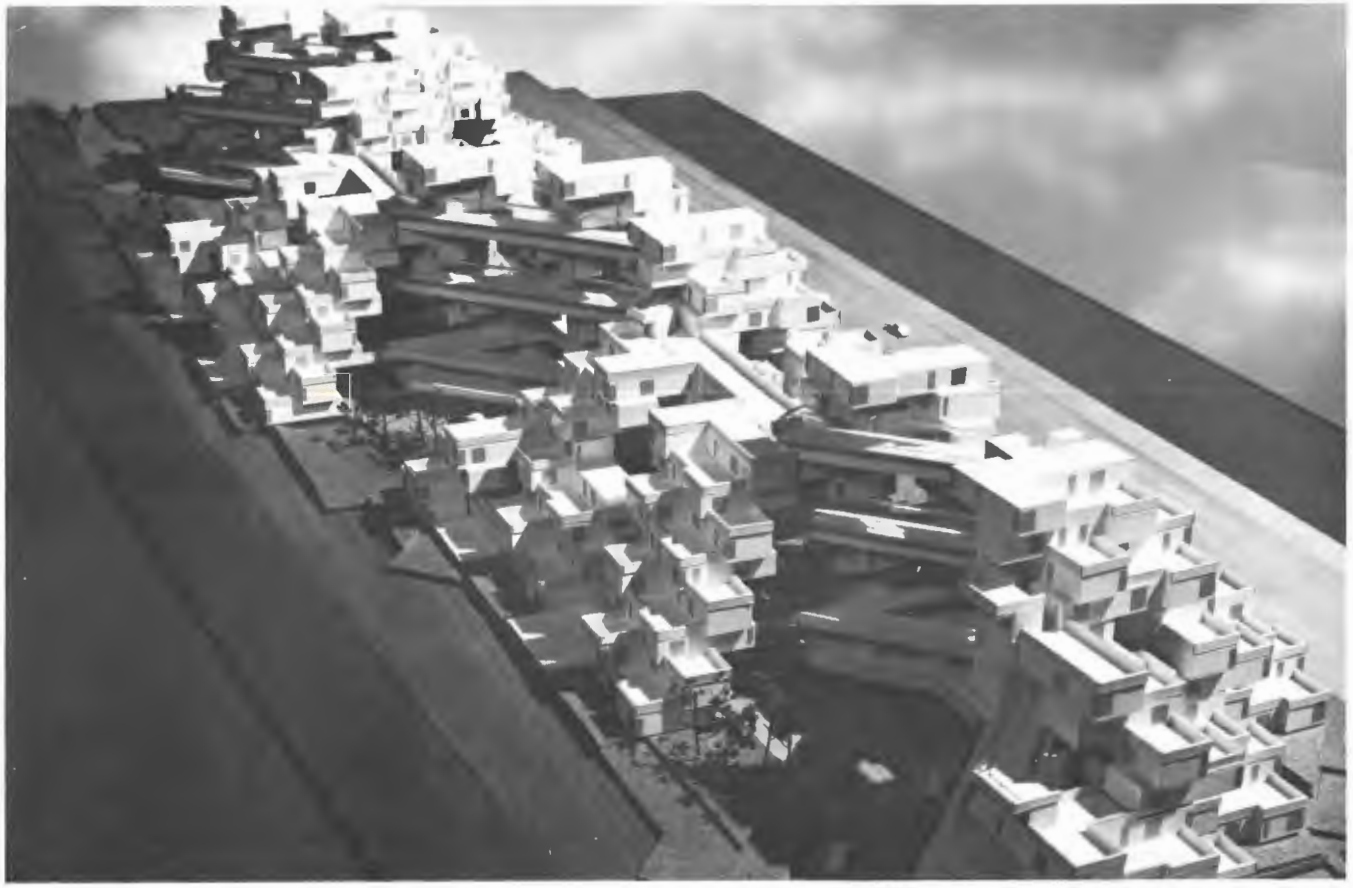
Proper zoning and master plans are a must for any new, as well as for any already-established municipality. A complete master plan looks to the future and will allow the municipality to homologate in time areas for future expansion, shopping facilities, municipal services, water and sewage disposal plans. These sites, when homologated in time, will allow an orderly expansion and save the taxpayer, with a limited and temporary investment, thousands of dollars which are virtually wasted when land expropriated at a later date is purchased by municipalities at inflated and speculative prices.

For municipalities already established and blocked in expansion by lack of planning, an urban redevelopment plan incorporated into a master plan will save these cities from slow economic decay and loss of industries and manpower, in favour of new and more up-to-date municipalities and cities. None of our work will produce lasting results unless we can forge all these rather isolated efforts into a long-term and co-ordinated program.

Answers to these old problems, which have accumulated over the years, will not come immediately. They will require time for study and enquiry, patience and goodwill. Perhaps we should end annexation and anti-annexation speeches and start a new dialogue, looking for the issues which would unite the municipalities rather than for points which have been separating them until now.

Annexation is certainly contrary to the principle of democracy. Reason tells us that unification, brought about by goodwill and understanding, is the only course for the future.

HABITAT '67



Habitat '67 on Cité du Havre, site of the Montreal World's Fair, designed by Moshe Safdie and David, Barott, Boulva, is 354 precast modular construction units, making up 158 dwelling units. The houses vary in size from a one-bedroom 600-square-foot dwelling to a four bed-room 1,700-square-foot unit.

L'AMÉNAGEMENT DU TERRITOIRE

par Jean-Claude La Haye

Courroie de transmission entre
la planification économique et la planification physique*

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POSER la question de l'aménagement du territoire, c'est se demander à quoi il s'applique, sur quoi il débouche, qui le conçoit et qui le pratique. C'est donc s'interroger sur sa définition, sur sa relation avec les autres méthodes d'organisation socio-économique, sur le contenu des plans qui en procèdent et sur les structures à créer aux divers niveaux d'intervention.

Pour l'essentiel, l'aménagement du territoire remonte aux conséquences du bouleversement qu'a subie la société occidentale depuis un siècle au triple point de vue de la croissance démographique, de l'industrialisation et de l'urbanisation. Les effets de cette transformation se sont manifestés d'abord dans l'urbanisation qui, d'ailleurs, résulte des deux autres facteurs. Il n'est donc pas étonnant que la première forme d'aménagement dont la nécessité soit apparue ait été l'urbanisme.

Cependant, à mesure que ces transformations remettaient en question les formes traditionnelles de l'établissement humain, les urbanistes étaient obligés de se rendre compte que la ville relativement homogène, qui correspondait encore à une réalité il y a quarante ans, était en passe de devenir un espace urbain sans limites distinctes et sans existence juridique propre. Pour l'urbaniste, cette notion nouvelle d'espace urbain remettait en question la définition des formes particulières d'aménagement qui ne demeuraient valables que dans la mesure où l'agglomération restait physiquement circonscrite et qu'elle était autodéterminée.

Dans cette conjoncture, la notion d'urbanisme devait conséquemment être transformée. Un spécialiste français, monsieur Georges Meyer-Heine, décrivait excellemment cette transformation en 1957:

> "Ce n'est pas dans la forme à donner au tissu urbain que réside la solution, ce n'est même pas dans son organisation à l'échelle de la ou des unités résidentielles, incapables de satisfaire à l'ensemble des besoins humains, c'est dans une articulation des programmes à un niveau tel que l'ensemble de ces programmes puisse satisfaire l'ensemble de ces besoins. C'est par définition l'aménagement du territoire".

Ainsi l'aménagement du territoire découle-t-il de la nécessité d'assurer la continuité du tissu urbain. Mais là n'est pas sa seule origine. L'un des problèmes de croissance les plus significatifs qui se posent à la société en voie d'urbanisation est l'apparition de déséquilibres dans la répartition du développement urbain. La croissance engendre des aires métropolitaines aux dimensions gigantesques, où les problèmes ne cessent eux aussi de s'accroître. Simultanément, de vastes régions conservent un caractère relativement primitif et une organisation urbaine infiniment moins évoluée. On constate alors un double phénomène. D'une part, dans

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les grandes agglomérations naissent des pressions énormes pour résoudre les problèmes de la congestion, des taudis, des services publics inadéquats, etc. D'autre part, dans l'hinterland, l'urgence se fait sentir de créer des occasions d'investissement, d'exploiter plus efficacement les ressources et, ce qui est au moins aussi important, d'établir de nouveaux centres de croissance et d'accueil des populations que l'évolution socio-économique amène à se déplacer. Ces centres ont pour fonction non seulement de fortifier l'économie de leur région, mais d'empêcher que la situation des grandes agglomérations échappe à tout contrôle. Au problème posé par l'extension des villes proprement dites s'ajoute donc un problème de croissance économique globale qui nécessite une répartition concertée des ressources et des moyens dont la société ne dispose qu'en quantité limitée.

Comment se traduit cette allocation de ressources? Elle s'exprime par l'établissement d'un niveau d'équipement satisfaisant pour l'ensemble des besoins sociaux reconnus selon l'ordre de priorité qui leur est attaché, c'est-à-dire dans un programme visant la répartition des biens correspondants.

Et c'est là le rôle de l'aménagement du territoire.

Il apparaît donc que l'aménagement du territoire met en relation la planification socio-économique et l'aménagement physique. Mais avant de définir cette relation, il faut préciser le contenu effectif de chacun des termes en jetant d'abord un coup d'œil sur les perspectives dans lesquelles travaillent présentement les tenants de la planification économique et de l'aménagement physique.

D'une manière générale, la planification économique, telle qu'elle est pratiquée, consiste dans la détermination d'objectifs économiques, dans l'évaluation des ressources disponibles et des possibilités de développement, enfin dans la formulation d'une politique appropriée. Les responsables tendent à fonder leurs analyses sur des calculs globaux et sectoriels. Ils insistent sur la comptabilité nationale et sur les grandes questions qui s'y rapportent; tendances démographiques, évolution des échanges, production industrielle, productivité, etc. Ils prennent parfois aussi en considération les besoins et les possibilités d'investissement dans des secteurs particuliers, tels que l'agriculture, l'industrie, les transports, l'éducation. Il leur arrive même de spécifier les conditions de localisation de certains investissements. Ces analyses de localisation, lorsqu'elles sont faites, sont par ailleurs souvent superficielles. Les spécialistes américains Carr et Rodwin, et notre compatriote Benjamin Higgins ont exprimé sur ce point des vues auxquelles je me rallie entièrement. Je cite:

"Economic plans concentrate on capital use; they do not as a rule include a plan for land use as such. Decisions as to land use are left to private investors, local governments, and implementing agencies of central governments, within the framework of capital allocation which is provided in the economic development plan. Presumably if an appropriate allocation of capital is obtained, the appropriate allocation of management, labor and land will follow.

"This assumption is, to say the least, extravagant. Though it has never been seriously tested, it has had some serious implications. One is the virtual absence of any consideration by economists of the optimum location of development. They have even neglected the crucial question of rural versus urban growth, the distribution of new enterprises among cities, small towns and villages, and the selection of growing points and leading sectors which are the very core of economic development.

"The fact is that economists . . . have not been trained to consider three dimensional environmental questions; nor are they as a rule interested in them."

Le fait est que les économistes n'ont pas été formés à considérer l'aménagement tridimensionnel de l'espace.

Cette déficience est surprenante.

Cette faille dans le contenu de la planification économique nous parait très grave. Si l'on songe que de 50 à 70% des fonds publics disponibles pour fins d'investissement sont destinés à la création d'équipements, il est capital de savoir où il convient de localiser ces investissements. La question est d'autant plus critique que les décisions du secteur public en matière de développement déterminent dans une très large mesure, même si elles n'ont qu'un caractère indicatif, les possibilités de localisation de l'investissement privé. La planification s'arrête donc au seuil de la programmation chronologique et spatiale des équipements qui conditionne l'aménagement physique.

Quels sont par contraste les critères qui guident actuellement l'aménagement physique?

L'urbanisme, municipal ou régional, est une technique qui consiste à "disposer judicieusement dans l'espace défini urbain, suburbain ou régional tous les équipements matériels nécessaires au logement et aux activités des occupants de cet espace". Cette technique vise par conséquent à permettre la relation la plus satisfaisante possible entre les utilisations du sol et les équipements publics nécessaires aux activités désirables. Malheureusement, les urbanistes travaillent trop souvent dans un cadre étroit. En premier lieu, leurs efforts s'adressent aux collectivités locales ou régionales. Deuxièmement, ils sont exclus du champ des décisions prises au niveau provincial ou national qui ont une influence déterminante, non seulement sur l'évolution des problèmes mais aussi sur les moyens de les résoudre au niveau de l'aménagement physique. Ils peuvent ainsi difficilement comprendre toute la portée des problèmes qui leur sont posés et contribuer comme ils le devraient à l'élaboration des décisions dans la mesure où leur rôle l'exige. En effet, comme l'a dit monsieur Thomas A. Reiner,

"Le planificateur urbain est au cœur de l'étude des coûts et revenus sociaux qui ont d'importants effets sur la productivité et le bien-être général. . . . L'intérêt que les planificateurs urbains portent aux problèmes fonciers, dont le prix des loyers est l'expression quantitative, devrait se traduire dans la planification nationale par l'évaluation des frais de location et de transports induits, et par celle des variations des conditions de financement, d'offre et de demande qui sont liés aux problèmes spécifiques de localisation".

Pour conclure sur ce point, il faut constater que l'aménagement physique, tel qu'il est pratiqué aux échelons local et régional, pose lui aussi la question de la répartition des équipements. Il est tributaire des solutions à y apporter, bien que son action spécifique ne lui permette pas de les formuler.

Ainsi, l'analyse du point de vue économique et du point de vue physique nous fait toucher du doigt le contenu de la relation qui existe entre ces deux aspects de la planification, relation que ni les économistes ni les urbanistes ne sont encore suffisamment outillés pour concrétiser. Cette relation s'exprime, répétons-le, par l'aménagement du territoire, c'est-à-dire par la programmation des équipements sociaux dans le temps et dans l'espace.

L'aménagement du territoire est en somme une courroie de transmission. Il est l'instrument qui permet de traduire les grands objectifs socio-économiques en programmes d'action capables de les localiser et qui, en retour, communique aux responsables de la planification économique les informations liées aux conditions de cette localisation.

Conçue en ces termes, la politique d'aménagement du territoire s'applique effectivement à l'ensemble du territoire. Cependant, la différenciation des objectifs entre les diverses régions et la nécessité consécutive d'établir une liaison intime entre la planification économique et l'aménagement physique à tous les paliers d'intervention des pouvoirs publics entraînent la régionalisation du processus d'aménagement. Dans quelles conditions cette régionalisation se réalise-t-elle? Permettez-moi d'explorer le sujet en prenant un cas particulier, qu'inspire l'actualité québécoise.

Le Bureau d'aménagement de l'Est du Québec (B.A.E.Q.) avait été chargé par le gouvernement provincial de préparer un plan pour la région du Bas-St-Laurent et de la Gaspésie. Le B.A.E.Q. a terminé son travail voici deux ans et soumis ses propositions. Indépendamment de sa valeur propre, ce plan soulève bien des questions. D'une part, il engage directement la politique générale de l'Etat et les moyens dont il serait éventuellement prêt à disposer tant pour le développement d'ensemble que pour celui d'une région particulière. D'autre part, il engage les collectivités locales concernées par le plan.

Voyons d'abord le premier point. Le Québec n'a pas encore arrêté une politique générale de développement qui lui permette de définir sa politique de développement régional. Or, les propositions du B.A.E.Q. supposent la mise en œuvre d'une telle politique.

En effet, le plan suggère la création d'industries, l'orientation vers certaines branches de la production, la redéfinition de l'utilisation des sols, etc. Cela implique pour cette région l'établissement d'un ensemble de priorités nouvelles qui engagent la responsabilité de l'Etat et qui doivent par conséquent être compatibles avec les besoins généraux de l'économie québécoise.

Mais, en admettant qu'il y ait compatibilité sur un plan global, le problème ne sera pas réglé pour autant. Car des équipements seront à créer; des transferts de main-d'œuvre à effectuer, des programmes d'éducation, de formation et de recyclage à mettre en œuvre. C'est donc à l'ensemble des administrations étatiques de définir en commun l'action à entreprendre et à chacun des ministères intéressés de refondre ses programmes, compte tenu des objectifs précis et des exigences budgétaires qui les accompagnent. La mise en œuvre de la politique nécessaire suppose donc l'extension de la capacité administrative de l'Etat dans le cadre régional.

La question qui se pose est alors la suivante. Puisque le responsabilité de l'Etat est à ce point mise en jeu par l'application du plan régional, est-ce qu'il n'aurait pas dû participer directement à tous les stades de son élaboration? Ou encore, si l'on veut renverser les termes, on est en droit de se demander si un organisme coupé de la participation active de l'Etat, dont l'intervention conditionne le succès du plan, est réellement en mesure de décider de cette intervention et d'en fixer le calendrier. Devant une réponse négative, il est très évident que l'on ne se trouve pas en présence d'un plan et que, dans ces conditions, la notion même d'aménagement est vidée de tout sens pratique.

A l'égard des collectivités locales, l'élaboration et l'exécution d'un plan régional posent des problèmes d'intervention tout aussi graves. Il est évident en effet que le plan ne saurait faire abstraction de ce qui existe, c'est-à-dire des établissements urbains et des équipements dont ils disposent. On ne saurait par ailleurs concevoir l'évolution de ces établissements sans la participation des populations concernées. Par exemple, on ne saurait recommander la création ou la transformation d'une agglomération donné sans savoir si la population peut consentir les investissements nécessaires à cet effet. L'urbanisme et la planification urbaine ont donc en la matière un rôle également indispensable à jouer.

Nous pouvons à présent définir le processus de l'aménagement du territoire. En premier lieu, une politique qui s'en inspire repose sur une collaboration entre l'Etat et les collectivités locales. Cette collaboration implique l'existence de structures de planification économique et physique à ces deux niveaux, ainsi qu'à l'échelon régional où les intérêts se rencontrent. Au nombre de ces structures, il en est une dont la création est une nécessité urgente, car elle est au cœur de l'aménagement du territoire. Je veux parler d'un organisme gouvernemental qui serait chargé de coordonner les programmes d'équipement élaborés par les divers ministères et d'assurer la transmission aux responsables de l'aménagement physique des informations qui y sont relatives.

J'ai passé sous silence jusqu'ici un élément sans la présence duquel aucun plan d'aménagement n'aurait les résultats escomptés. Cet élément, c'est la participation des populations à l'élaboration et à l'exécution des plans par le truchement des groupes d'intérêts professionnels qui les représentent. Il faut toutefois, et c'est là une condition que l'on n'est pas toujours prêt à respecter, que cette participation se manifeste selon les voies ordinaires de la consultation et qu'elle n'ait pas pour effet d'assujettir le parlement et le gouvernement à des intérêts privés.

A PROPERLY-DEVELOPED town cannot have junk yards and scrap heaps next to houses, busy truck depots next to school grounds, and other symptoms of an uncomfortable land use pattern. Obviously, treatment of the "incompatible non-conforming use" is an important part of community improvement.

Recently there has been a growing awareness, on the part of both municipal officials and non-conforming users themselves, of the necessity to find a reasonable solution to this problem. During the past two years, a basic study on non-conforming uses has been completed by the writer, as well as a subsequent study that included a selection of the 21 most obnoxious uses in Toronto.

One of these is now being replaced by conforming housing, another has been expropriated for use either as a small playground or a public housing site, a third one has been purchased by Metro and the buildings

How to deal with Industrial Non-conforming Uses

by W. R. Redelmeier

Obnoxious non-conforming use of land in a Toronto residential area: this scrap metal yard is being removed, and the property reverted to its conforming use.

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have been demolished to make way for a new police station, a fourth industrial use is currently planning to relocate in an industrial district, and a fifth one will be absorbed within a new public housing scheme.

Definition of Terms

According to The Planning Act (of the Province of Ontario), a non-conforming use is found "Where any land, building, or structure, on the day the By-law was passed, was used for a purpose prohibited by the Zoning By-law, and such use has continued to exist." It is also necessary to differentiate between a *legal* non-conforming use and an *illegal* non-conforming use, and recognize the existence of a *transitional* non-conforming use, as follows:

- *A legal non-conforming use* is any lawfully established use of land that does not conform to the prevailing land use designation in a by-law.
- *An illegal non-conforming use* is any non-conforming use that has been unlawfully established, in contravention of the prevailing land use by-law, or before the by-law was passed. (For example, an industrious counterfeiter manufacturing his product in a residential area.)
- *A transitional non-conforming use* is found where any land, building or structure was formerly used in a non-conforming capacity, and has not become a conforming use. This category includes borderline cases that may have retained their legal non-conforming status, although their physical operations have ceased, such as the vacant artificial ice-manufacturing plant in a residential area.

Non-conforming uses arise out of the introduction of zoning regulations into an area where a heterogeneous land use pattern exists. They can also arise out of the enactment of stricter land use controls that replace the existing zoning by-laws. Before attacking the problem of the non-conforming use in any specific locality, it is very important to make sure that the area is properly zoned. If any doubt exists whether or not the area is correctly designated, this must be resolved first and foremost.

Toronto Study

In 1961 it was estimated that there were a total of 2,303 non-conforming commercial and industrial uses within Toronto's residential districts, according to a survey by the City of Toronto Planning Board. There were a total of 133,283 properties in the city at that time, so these non-conforming properties represent slightly less than 2% of this total. Many of these non-conforming uses were found to be quite innocuous, while others were a great problem to their surroundings; the small overall percentage represented by the non-conforming use is not a key to the magnitude of the problem in itself, since it does not reflect individual size, distribution, and degree of incompatibility.

In order to view the problem of the industrial non-conforming uses in its proper perspective, the City requested a list of the 21 most obnoxious uses. To establish an objective method of selecting these uses within Toronto's residential districts, it was necessary to make four assumptions:

- That the existing residential designation (R1, R2, R3, R4) is a valid indication of the present land use pattern and the anticipated future development.
- That the City's residential districts become increasingly more sensitive as they progress from the R.4 to the R.3, R.2 and ultimately the R.1 categories.
- That industrial uses in residential districts are more obnoxious than retail commercial uses in these districts.
- That manufacturing types of industrial uses are more objectionable than warehousing types of industrial uses.

The procedure of selecting the 21 worst industrial non-conforming uses out of the total of 2,303 industrial and commercial uses consisted of the following steps: first, out of this total, all industrial uses were separated; this left a remainder of 330. From these 330 uses, a separation was made of all non-warehousing uses in R.2 and R.3 districts. This left 85 non-conforming uses. Finally, each of these 85 uses was checked on the site, so that a selection could be made of the uses that were most objectionable.

To this end, an 'incompatibility index' has been developed, as an indicator of the degree to which a non-conforming use is incompatible with its surroundings. This includes besides dust, dirt, odour, noise and traffic, potential danger, ugly appearance, and excessive density, the general effects that the use has on the neighbourhood, and the degree to which it clashes with its surroundings. To illustrate: a junk yard that backs onto a railway line clearly is less objectionable than if the same use were found in the midst of a homogeneous residential district.

Worst Types and Their Characteristics

Amongst the worst non-conforming uses found were: a group of scrap metal yards, an abattoir, and other intensive industrial operations next to houses. In addition, several contractors' yards, a soft-drink manufacturer, a rubber goods factory and a hide-and-skin processor and leather products factory were all highly incompatible uses within the city's residential districts. Naturally, each of these uses should be situated only in areas designated for heavy industry.

During the course of the study it was noticed that, frequently, the objectionable non-conforming uses were not an isolated occurrence in an area, but appeared either as a pair, a cluster, or a group of uses, sometimes adjoining one another and at other times separated from each other by a row of intervening houses. Many of the objectionable uses were found to be near schools, and in several instances the non-conforming uses were situated adjacent to the school grounds.

Dust, dirt, unsightliness, traffic generation, and excessive density of buildings in relation to the surrounding residential lands were some of the main factors found to be common to most of the intolerable non-conforming uses. Unkempt grounds, derelict and semi-derelict buildings and debris on the site were also significant. The industrial traffic with its accompanying noise, fumes and a hazard to children were particularly notice-

Transitional non-conforming uses: on the left a former artificial ice plant in a residential area, now demolished; and right, an auto pound. Both areas are slated for redevelopment.

able in the case of some of the more intensive industrial operations where a large number of daily truck movements are involved due to the heavy inflow of raw materials and outflow of finished products. A lack of off-street loading and parking facilities and added congestion was frequently apparent.

On the other end of the scale, there were found to be quite a number of innocuous non-conforming uses among the total of 2,303. The corner grocery store or variety store found within many of the older residential areas exemplified the innocuous non-conforming use that usually has a low incompatibility index. Some types of storage ware-housing and light manufacturing industries within well-maintained and attractively landscaped single-story structures are also often quite harmless. Unfortunately, the latter appear frequently in the suburbs but rarely in the city.

Improvement Potential

"Nothing is constant but change itself". Heraclitus' observation can be applied also to non-conforming uses. In order to recognize that its objectionable features can sometimes be reduced or eliminated, the concept of 'improvement potential' is helpful. An 'improvement potential' simply serves as an indicator of the degree to which a non-conforming use can be improved with a view toward reducing or eliminating its objectionable features.

There is actually nothing new about the concept of 'improvement potential' since it has been used by architects, planners, and developers since the era of the cave-man; in fact, its use appears whenever decisions are made that an area of land should be razed and completely rebuilt (i.e. the improvement potential is negligible). It is also used when decisions are made that an existing use or structure can be renovated, repaired, and refurbished (i.e. the improvement potential is significant in this instance).

When applied to a non-conforming use, the 'improvement potential' depends on how much room for improvement exists to make the use less objectionable to its surroundings and thereby reduce its 'incompatibility index'. Six factors in determining the "improvement potential" are:

- *Nuisance*
  Can noise, smoke, dust, dirt, heat, glare, vibration, and industrial hazards be eliminated, or significantly reduced?
- *Visual Unsightliness*
  Can poorly-maintained buildings and untidy sites be improved, and ugly signs be removed?
- *Traffic and Parking*
  Can adequate parking and loading facilities be provided on the site? Can industrial or commercial traffic flow through residential streets be reduced?
- *Economy of Use*
  Can the existing land use be upgraded towards a 'higher and better use'? Can vacant and abandoned structures be rehabilitated?
- *Compliance with Site Standards*
  Could added land be acquired on an overcrowded site? Could landscaping, screening, parking and loading facilities, setbacks, and other amenities be added to improve the development on the site?
- *Upgrading of Land Use Classification*
  Can the existing use be modified so that it would fit into a higher category in the zoning by-law? Can its operations be improved so that its impact on the neighbourhood is less objectionable?

The concept of 'improvement potential' and the fact that there are many innocuous non-conforming uses to begin with helps to answer the rhetorical question, "Should *all* non-conforming uses be removed?" Upon observing the varied nature and characteristics of the non-conforming use in its many forms, it is clear that only those uses that are intolerably obnoxious, with a high incompatibility index and low improvement potential, should be considered for removal.

One of the most obnoxious non-conforming uses of land found in the author's survey was this abattoir, located in a Toronto residential district.

At present, the picture is not clear in Ontario as to what actually constitutes discontinuance of a 'non-conforming use' that has ceased its physical operations. Unlike other provinces' statutes that clearly define this matter, there is nothing in The (Ontario) Planning Act that prohibits resumption of a non-conforming use that has ceased its operations for any stated period of time, provided that the use still "exists". It is suggested that consideration be given to define 'discontinuance' in our Planning Act. Once it is clearly defined, the "transitional" non-conforming use would soon disappear.

Solving the Problem

For the community that is considering ways to solve the problem of its non-conforming uses, here are three stages that might help to simplify the task:

- Compile a list of all commercial and industrial non-conforming uses within its boundaries. In Toronto, this is relatively simple since every property already appears on an individual I.B.M. card, together with its land use category and its zoning designation.
- Separate all the non-conforming uses into three groups: those that are harmless, those that are moderately incompatible, and those that are intolerable.
- Establish a priority for removal of highly obnoxious uses that are incapable of improvement; consider improvement of all moderately incompatible uses whose problems can be effectively reduced by improvement measures; make a periodic review of the harmless non-conforming uses to ensure that their status remains unchanged.

Naturally, any solution is to be viewed as a long-term program requiring considerable time for its completion. The immediate removal of an obnoxious use, while unquestionably desirable, is frequently hampered by economic factors, especially if expropriation, involving large municipal outlays, is involved. Apart from a few exceptional cases, immediate removal of non-conforming uses can only occur if an area is slated for redevelopment, or when the non-conforming property can be acquired at a reasonable price for transformation into a conforming use.

Increased recognition is needed to intelligently treat the non-conforming use as part of a municipal redevelopment and urban renewal program. Already there have been signs that the problem is gaining recognition and, once more funds become allocated for renewal projects, the implementation of a program to solve the non-conforming use problem can become a reality. In order to achieve an improved land use pattern without disproportionate municipal expenditures, it will be useful to investigate various methods for removal of non-conforming uses, besides expropriation.

For example, in some parts of the United States, there are "amortization" provisions that require automatic discontinuance of obnoxious uses within a certain time interval. Likewise, one could readily envisage various taxation schemes or alter legislative measures that could accelerate the removal of non-conforming uses without compensation to the owner.

However, since the removal of non-conforming uses can result in a benefit to society, it is useful to keep in mind a statement by J. C. Weldon, Professor of Economics, McGill University, writing on the economics of social democracy in "Social Purpose for Canada": "If economic changes occur which in some sense are to the general benefit of society, then society should compensate persons and groups to whom the changes were substantially damaging. This is true whether the changes occur in the natural order or as the result of deliberate action by government."

Professor Weldon emphasized that it is unjust and unrealistic to expect individuals or particular groups to subsidize changes that benefit society generally. He notes that "Compensated change, on the other hand, means that progress is shared and not resisted."

the centennial program for all canadians

By Roderick Clack, M.R.A.I.C.,
Project Officer,
National Community Improvement Program

THE CENTENNIAL Community Improvement and Beautification Program has now passed the organizational stage and throughout Canada communities are putting plans into action to achieve its aims.

As mentioned previously in the REVIEW, this program is designed to make all Canadians aware of their environment and participate in projects so our communities will be more attractive during 1967 and the years ahead. The program is sponsored by the provinces and supported by many national organizations. For instance, at both the Eastern and Western Regional Planning Conferences of CPAC this fall, delegates expressed great enthusiasm in the Community Improvement Program.

The role of the Centennial Commission is to provide a base of promotional material and furnish imaginative ideas on community improvement to the provinces, thus promoting interest and participation at the local level. The 1966 "Call to Action" national seminar held in Ottawa last April has been followed up with several provincial workshop-conferences and more are scheduled this winter.

For example, the Manitoba provincial workshop in Winnipeg created a Community Improvement Photo Contest, open to citizens of all ages. It will involve photographing a building that needs painting, an untidy vacant lot or a drab parking lot. By means of "before and after" photos, the entries will be judged in various categories and awards of merit and actual prizes given out. "Blitz" campaigns will be organized on specific dates in 1967 to achieve a more dramatic overall effort.

In Trail, B.C., the city council decided that, in addition to supporting long-range urban renewal proposals, it should show leadership towards rehabilitation of the center-town area for 1967. Accordingly, the city is providing guidance and incentive, encouraging businessmen and other citizens to rejuvenate their own premises to create an impressive total effect. The elimination of much of the everyday ugliness in this smelter city of 20,000 is the object of this practical campaign.

The historic Ontario town of Perth (pop. 6,000) is deeply involved in a revelation of its intrinsic character for 1967. Council appointed a special Community Improvement Committee which is spearheading a re-evaluation study and is taking steps to implement a town-center rehabilitation scheme, being prepared by the Ontario Association of Architects as its own Centennial project. The idea here is to remove much of the advertising and crude commercialism from the facades of architecturally fine buildings and to restore the appearance of Perth as a living example of an early 19th Century Upper Canada town.

The village of Carrot River, Sask., (pop. 1,100), has undertaken a main street face-lift project. The architect involved on its Centennial Park Pavilion was engaged to prepare a scheme, along the lines of the "Norwich Plan", for improving building facades, presenting a co-ordinated paint-up and general clean-up suggestions. Main Street merchants, who raised the money to pay for the scheme, will do the work on their own properties during the spring of 1967. A similar project, in-

Whether home is a hamlet or a metropolis, Canadians join next year in celebrating the 100th birthday of Confederation. The national Community Improvement and Beautification Program encourages every citizen to help "dress up Canada" for 1967. Local committees are already active in many communities, putting plans into action.

Two good examples of community improvement: West Vancouver, B.C. main thoroughfare (left) and Niagara Falls, Ont., store front face-lift.

In Manitoba a "before and after" photo contest has been created to promote the Community Improvement Program. Here's how an enterprising homeowner might record his individual centennial project.

cluding underground wiring which is now completed, is under way at Carnduff, Sask.

Citizens of Cardinal, Ont. (pop. 3,000) on the St. Lawrence Seaway, are being encouraged by the major industry and the council to make their company town a more attractive place in which to live and work. In Lucerne, Que., a rural municipality just across the Ottawa River from Canada's capital, children are planting trees from the Gatineau forests in their school yards to commemorate the Centenary while their parents have set aside a day early next year for a gigantic tidy-up blitz.

This is community improvement in action. Mentioned above are but a few of the many examples of what is being done to dress up Canada for the big birthday party. Community Improvement is proving to be the total-involvement program it was designed to be. From coast to coast individuals, professional associations, women's organizations, service clubs, provincial and municipal governments are actively involved in practical plans to make our cities, towns and hamlets fit more aesthetically into the beautiful country we inherited.

Members of the Community Planning Association of Canada can accelerate the growing support for this program by encouraging the formation of new Community Improvement Committees, by showing interest in the work of existing committees, and by influencing civic leaders and municipal boards to undertake additional beautification projects.

VICTORIA'S CENTENNIAL SQUARE

While many Canadian cities are now working to complete Centennial projects for next year's big celebrations, citizens of Victoria, B.C., already enjoy their Centennial Square — so named to commemorate the city's 100th birthday in 1962. Cornerstone of this attractive downtown redevelopment project is the thoroughly-renovated City Hall (right foreground), once slated for demolition. The Square is just an early part of a broad improvement program, being conducted under an overall city plan, to make Victoria a unique but up-to-date city.

a question for centennial year

Courtesy The Montreal Gazette and cartoonist John Collins

Spadina—401 Interchange, Toronto
Photo courtesy Ontario Dept. of Highways

NEWS, VIEWS, AND NOTICES

FREEWAY FEVER

A recent issue of one of Canada's mass-circulation weekend supplements featured a beautifully-illustrated, glowing account of the Macdonald-Cartier Freeway (Highway 401). This multi-lane highway, stretching from Windsor to Quebec, was described as "doing for today what the St. Lawrence River did for settlers of old — it opens up development."

For at least one CPAC member, the article prompted several questions we're sure its authors did not anticipate. Suggesting that cost and congestion may make freeways such as 401 obsolete within the next decade, Dr. Leonard Marsh, of U.B.C.'s Faculty of Education in Vancouver, posed the following:

- Who is paying for this colossal expenditure, and how far in the future do the appalling loan-burdens run? (If none of this is paid for by the automobile corporations, it is an enormous subsidy to them.)
- How much of this half-a-billion dollars could have been better spent on modernization of railways, and on regional planning (of communities, not of highways) in Ontario and Quebec — desperately needed now, and in the next decade?
- Why have land values been allowed to rise so frantically along this critical route, and why has nothing been done to prevent windfall gains to landowners, real estate, and construction interests?
- How much precious agricultural land has been taken over, ruined or sterilized? What provision, if any, has been made for conservation, park, and recreational use?
- What are the predictions of the traffic accidents and fatalities along this "750 miles without a stop light" in the next ten years? How much will this increase insurance rates?
- What is to happen when these wonderful freeways become choked with traffic — as California and New York experience shows to be inevitable?

The REVIEW would appreciate hearing from a volunteer willing to write an article answering these very pertinent questions.

ASPO's APRIL CONFERENCE

The dates of the 1967 American Society of Planning Officials (ASPO) National Planning Conference at the Shamrock Hilton Hotel in Houston, Texas, have been changed from April 23-27 to April 1-6, 1967.

HEATING HIGHWAYS

It's that time of year again when municipal officials cross their fingers and hope that snow removal costs won't break the budget. Truck and shovel methods just aren't good enough these days in areas of dense and rapid traffic, but experience has shown that heating systems embedded in pavement are costly both to install and operate.

Canadian scientists have been experimenting with new techniques of snow removal and ice control, including thermal melting systems. Results of their studies to date are now published in "Building Research Note 55", a pamphlet available free of charge from the Publications Section, Division of Building Research, National Research Council, Ottawa 7, Ontario.

PR = PERFORMANCE RECOGNITION

Public relations is something every individual and organization has all the time. Whether it is good PR, or otherwise, depends on what you are doing about it. Hence, the above definition of PR is a pretty apt one.

Apply it to your branch of CPAC and see how it checks out. First, your performance must be right. Then you must ensure your various "publics" know about it. Their good opinion, translated into action and support, makes for your success — and helps shape the public image of the Association as a whole.

BOOKED FOR EXPO?

Canada's Centennial Year National Planning Conference, sponsored by the Community Planning Association of Canada, will be held in the Chateau Laurier Hotel, Ottawa, Ont., October 8-11, 1967.

Delegates wishing to combine their visit to the National Capital for this three-day meeting with a post-conference tour of Expo '67 may book hotel accommodation in Montreal through CPAC's National Office on a first-come, first-serve basis. A block of 50 rooms in the Berkeley Hotel has been reserved for the convenience of Association members.

MAKING CANADA WORK

Canada's Agriculture Rehabilitation and Development Act (ARDA) is a federal-provincial program formed at a time when many existing joint programs were coming under considerable criticism. Nevertheless, it is one of the most successful and acceptable joint programs yet devised.

"The important thing about ARDA is not especially that it is a joint cost program but that it is a joint consultation program," Forestry Minister Maurice Sauvé commented recently. "We have developed a so-far unique administrative approach, adapted to the Canadian federal system in that it respects the autonomous sovereignty of the two levels of government while establishing institutional channels which enable them to co-operate fully on problems of mutual interest.

"The ARDA program is an experiment in trying to render a rigid constitutional system more flexible and dynamic — to make it, in short, workable in (our) complex economic society.

"In this light the ARDA system, and particularly the system for drawing up and implementing the comprehensive rural development plans, is significant for effective planning and policy implementation in the whole range of fields which are of common interest to the federal and provincial governments."

REGINA'S FACE-LIFT

A 30-year, $60 million transportation and land-use plan which will dramatically alter the face of Regina, Sask., has been approved in principle by city council. Predicting the population will more than double to 320,000 by 1995, the plan proposes:

- Removal of downtown CPR yards and relocation of mainline trackage which now bisects the city. This would allow an east-west freeway to be built along the abandoned right-of-way and redevelopment of downtown CPR property.
- Relocation of Regina's municipal airport at least five miles further

southwest of the city's outskirts, allowing for more balanced urban development.

- Completion of a proposed perimeter road around the city.

Cost of the program would be shared by federal, provincial and city governments under urban-assistance agreement, with Regina footing approximately half the bill. Negotiations with the CPR and federal transport department are proceeding.

NEW NCC PLANNERS

The National Capital Commission in Ottawa recently announced the following appointments:

Chief, Long Range Planning: W. T. Perks, who was formerly in consulting practice carrying out regional and urban planning work in Quebec, and latterly served as planning co-ordinator for Expo 67 in Montreal.

Planner-Research, Long Range Planning Section: Hugh Calkins, formerly with the Cleveland-Seven County Transportation-Land Use Study. Mr. Calkin's duties will include the application of electronic data processing to an NCC information system and the long-range planning program.

Planners-Urban Design, Project Planning and Urban Design Section: Peter Korwin and David Symons. Mr. Korwin was formerly chief town planner in the federal Dept. of Public Works and Mr. Symons was senior city planner with the Fall River Planning Dept., Mass., U.S.A.

OTTAWA PROFILE

Mrs. Martin Lambert, energetic chairwoman of CPAC's Capital Region Branch in Ottawa, is truly a lady of many talents. Herself a graduate architect, wife of a practising architect, mother of five children ranging in age from 16 to 3 years, Mrs. Lambert's latest venture is in the field of journalism as the author of a weekly column called "Design for Living" in the magazine section of the *Ottawa Citizen.*

"Main purpose of the column is to get people to think about and then do something to improve their environment," explained Mrs. Lambert. "I try to show how the city is made up of a variety of things which must be brought together by some form of planning."

Subjects she has dealt with in recent months include the aesthetic look of "center town", current traffic problems, the women's view of city design and specific buildings — of which so many new ones are going up in Ottawa these days. Whenever possible and appropriate, she mentions CPAC — for example, a few weeks ago she recommended our last issue ("The Citizen's Role in Community Planning") as a useful handbook for those wanting to find out just what this business is all about. Following CPAC's "Ontario — A Look Ahead" conference in Toronto in October, Mrs. Lambert summarized in her column the predictions made for the year 2000 A.D.

"Anyone with an interest in this subject could write such a column", Barbara Lambert modestly observed. "I aim it at the high school readership level." Which naturally follows her project of last year: the preparation of material on community planning, now being used in the classroom by high school teachers in the Ottawa area.

CPAC NATIONAL LIBRARY

These recent additions to the bookshelves of CPAC's National Office library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books will be sent by mail on the understanding that postage will be paid by the borrowers.

PLANNING IN THE SOVIET UNION, by Philippe J. Bernard (translated from French by I. Nove). Pergamon Press of Canada Ltd., Toronto, 1966. 309 pp. $9.50.

EDEN IN JEOPARDY, (Man's prodigal meddling with his environment: The Southern California experience), by Richard G. Lillard. A. A. Knopf, Inc., New York, 1966. 329 pp. $6.95.

FEASIBLE PLANNING FOR SOCIAL CHANGE, by Robert Morris and Robert H. Binstock with the collaboration of Martin Rein. Columbia University Press, 1966. Dist. in Canada by the Copp Clark Publishing Co. Ltd. 169 pp. $5.00.

REAL ESTATE TAXES AND URBAN HOUSING, by James Heilbrun. Columbia University Press, 1966. Dist. in Canada by the Copp Clark Publishing Co. Ltd. 187 pp. $8.50.

URBANIZATION IN NEWLY DEVELOPING COUNTRIES, by Gerald Breese. Prentice-Hall of Canada, Ltd., 1966. 151 pp. $4.95.

THE VOICE OF THE PHOENIX (Postwar Architecture in Germany), by John Burchard. M.I.T. Press, Cambridge, Mass., 1966. 179 pp. $12.50.

THE TROUBLED ENVIRONMENT (Guidelines for Action by the Business Community in Overcoming Social and Economic Barriers to Urban Improvement). Urban America Inc., New York, 1966. 202 pp. $2.50 (Paperback).

WHO DESIGNS AMERICA? Edited by Laurence B. Holland. (A collection of papers presented at the American Civilization Conference at Princeton University) Doubleday & Co., Inc., New York, 1966. 357 pp. $1.45. (Paperback).

PLANNING FOR A NATION OF CITIES, A book of essays edited by S. W. Warner, Jr. The M.I.T. Press, Cambridge, Mass., 1966. 310 pp. $2.95 (Paperback).

THE HISTORIAN AND THE CITY, Edited by Oscar Handlin and John Burchard. Published under the auspices of the Joint Center for Urban Studies. The M.I.T. Press, Cambridge, Mass., 1966. 299 pp. $2.95 (Paperback).

THE ARCHITECT AND THE CITY, Edited by Marcus Whiffen. Papers from the AIA-ACSA Teacher Seminar, Cranbrook Academy of Art, June 1962. The M.I.T. Press, Cambridge, Mass., 1966. 173 pp. $5.95.

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PLANNING VACANCIES

Charge for advertisements: $25 per insertion to CPAC sustaining members, $40 per insertion to non-members.

CITY OF KELOWNA,
British Columbia.

Town Planner

Required for the City of Kelowna (pop. 16,500), located in the beautiful Okanagan Valley. Salary depending on qualifications.
Qualifications: University degree in town planning or a degree in Engineering with post graduate studies in planning. Applicants must be experienced with urban planning problems and studies.
Duties: To undertake all phases of investigation relating to planning and subdivision matters and make comprehensive reports and recommendations both direct to Council and to the City Engineer. This is a new position with the City. Technical assistants will be hired as required. Applicants should state age, experience, education, registration status, marital status, and availability together with references.
Address replies to: E. F. Lawrence, P.Eng., City Engineer, 1435 Water Street, Kelowna, B.C., Canada.

CITY OF REGINA,
Saskatchewan.

Regina, Queen City of the Plains, one of western Canada's leading industrial centres, is the largest commercial and industrial city in Saskatchewan and serves as the focal point for Western industry. Located in Southern Saskatchewan, amidst the largest potash deposits in the world; within one hour's drive of five magnificent lakes; offers unsurpassed recreational and educational opportunities to young and old, including a new university campus.

Director of Planning

This position offers a challenging opportunity to direct the planning, zoning and related activities of the rapidly expanding Capital City of Saskatchewan.
Qualifications: The director must be highly qualified in both the technical and administrative aspects of city planning; hold an appropriate degree or diploma from a recognized university; be eligible for membership in the Town Planning Institute of Canada; have significant experience in the practice of planning in a senior position of responsibility.
Salary: Starting salary to $14,000 depending on qualifications and experience. Generous fringe benefits, car allowances, etc.
Inquiries, which will be treated in confidence, accompanied by complete resume including salary history, should be directed to the Personnel and Industrial Relations Department, City Hall, Regina, Saskatchewan.

Senior Planner

Duties: Consist of current development planning, urban renewal and related planning assignments.
Qualifications: Eligibility for membership in the T.P.I.C. or the Association of Professional Planners, Saskatchewan. Degree in Planning, Architecture or Engineering with development experience, preferably with architectural background. Considerable responsible experience in a planning office.
Salary: Depending on the qualifications of the successful applicant from a minimum of $7,932 to a maximum of $10,656 per annum.
Applications and enquiries should be directed to the Personnel and Industrial Relations Department, City Hall, Regina, Sask.

Assistant Planner

Duties: Assist in the preparation of planning schemes; current development projects; sub-division design; land use, housing and other surveys, drafting reports and performing related assignments.
Qualifications: Degree or diploma in social or applied sciences, or law, from a recognized university, or employed in the practice of planning in a responsible position for at least 8 years (one year full-time course in social or applied sciences may be substituted for 2 years' experience.)
Salary: Within a range from a minimum of $6,528 to a maximum of $8,724 per annum.
Applications and enquiries should be directed to the Personnel and Industrial Relations Department, City Hall, Regina, Sask.

CITY OF OTTAWA,
Ontario.

Planner II

Salary Range 1966 – $6,570 – $7,866
1967 – $6,900 – $8,262
Qualifications: University degree in town planning, or degree in a related field with postgraduate studies in planning. Eligible for student membership in the Town Planning Institute of Canada.
Duties: Under direction to carry out a variety of assignments, including subdivision and zoning review and processing official plan and urban renewal studies and/or other aspects of planning as directed.
Apply: Director of Personnel, City Hall, 111 Sussex Drive, Ottawa 2, Ontario.

CITY OF SARNIA
Ontario

Senior Planner

Duties: To assist Planning Director in implementing new Official Plan, urban renewal and zoning studies and amendments, subdivision studies, research and administration. May possibly lead to position of Deputy Planning Director.
Qualifications: University graduate in planning or related field with professional experience in planning or equivalent combination of training and experience.
Salary: Fully competitive, plus full range of fringe benefits.
Apply stating full particulars to: Mr. M. C. Engels, Personnel Officer,
City Hall, Sarnia, Ontario.

CITY OF OAKVILLE
Ontario

Planner II

Qualifications: Municipal experience; eligibility for membership in T.P.I.C., degree in planning or related field preferred.
Duties: To assist on general projects, with particular emphasis on long range planning and development forecast.
Salary Range: $6,700–$8,200 (1966).
Apply to: Planning Director, Oakville Planning Board, Box 310, Oakville, Ontario. Telephone Toronto 363-1541 or Oakville 845-6601 (Area Code 416).

PATRON:
The Right Honorable Vincent Massey, C.H.

NATIONAL PRESIDENT:
Professor R. Graham Murray, Q.C., Halifax, N.S.

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POSTSCRIPT. . .

On the eve of Canada's Centenary, long-established methods of developing and administrating our municipal structures are under intensive review, as indicated by several articles in this issue. One has only to look at these statistics to see the reasons why:

At Confederation seven out of 10 of the approx. 3,500,000 people in Canada lived in rural areas (only one urban center had a population exceeding 100,000). Today seven out of 10 Canadians live in urban areas (and we have 20 cities of over 100,000 pop. stretching from coast to coast). In 1966, 20 million people live on only 8% of the land area of our country, and most of that is classified as farm land. By 2000 A.D., it is forecast, Canada's population will be 40 million — four out of five of them urban dwellers.

Small wonder that today there is such an urgent demand in Canada for qualified technical, social, economic and political planners! In the field of urban renewal, there are not nearly enough professionals to meet the planning needs of those centers wishing to undertake such projects. So critical has the shortage become that earlier this year the Federal Government, through Central Mortgage and Housing Corporation, authorized a study "to locate the gaps in government, training and consultant staffs and determine what skills are required to fill them." Professor Gerald Hodge of the University of Toronto's Division of Town and Regional Planning is conducting this study in close association with CMHC's Advisory Group.

One wonders if those who created the Community Planning Association 20 years ago could foresee today's situation. In 1946 they stated CPAC's aims would be "to promote public understanding of, education and participation in town and regional planning in Canada." Two decades later this is still our purpose. The growing number and quality of CPAC-sponsored conferences, seminars, public meetings and briefs at local, regional, provincial and national levels indicates that the Association is truly "coming of age" as Canada's Centenary approaches.

No worthwhile organization can afford to rest on its laurels, however. If there was a need for CPAC in 1946, how much greater that need and more complex the problems today!

National Councillors spent some time during their most recent meeting in Saint John, N.B., discussing the future of the Association, which they feel has reached a plateau in its evolution and now must concern itself with moving ahead to higher levels of achievement. Indeed, they concluded that a re-examination of CPAC's aims and objectives and a re-assessment of its role is essential, and are exploring the possibility of holding a "thinkers' conference" in 1967 to study the philosophy of CPAC and set its course in the light of current events.

Meantime, from Newfoundland outport to Yukon hamlet, Canadians are getting ready to celebrate in 1967. Communities large and small will open fine new public buildings, parks and recreational centers to serve as practical reminders of our 100th birthday. Individually, members of CPAC are working with local centennial committees on a myriad of projects. Collectively, the Association supports national, provincial and regional programs whose common theme is the building of better rural and urban communities as Canada enters her second century of nationhood. — A.T.P.

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